

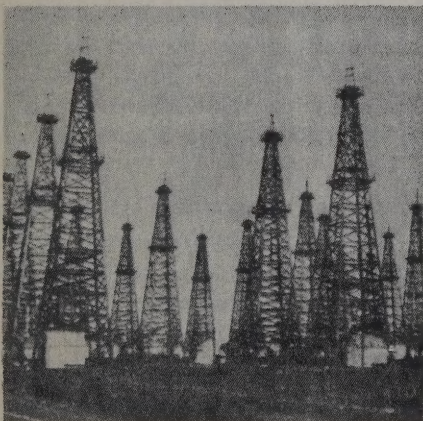


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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

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The Federal Government is today and always has been throughout its history the largest single land owner in the Nation. Consequently, the efficient administration of the public domain and its natural resources concerns every citizen of the United States.

Congress through hundreds of public land laws has placed responsibility for the handling of these lands in the Department of the Interior; the Bureau of Land Management serves as the agent of the Department in the administration of these national laws and policies for maximum beneficial use of the Federal lands. General information concerning the Federal public lands and the operations and objectives of the Bureau is presented in this booklet in response to popular request.

The character of the Federally-owned lands and its role in the national economy have changed materially over the decades. Once there was much land susceptible of agricultural development and policies were designed to put it into private ownership as rapidly as possible. Today relatively little of the remaining public domain is capable of such development and a substantial part of the remaining public land will probably always remain in the public ownership. Population growth and economic development of recent decades have greatly changed the role of the public land, particularly in the West. Although some disposal of public land should and will be made in the years ahead, the primary emphasis of national policy has for the past 20 or 30 years been shifting toward management and conservation, and Congress has embodied this policy in many important Federal land statutes.

One of these was the Taylor Grazing Act of 1934, which not only provided for the organization of grazing districts on the public domain, but also provided for sales of isolated tracts, exchanges, and for classification of land prior to its disposal to individuals. The Mineral Leasing Act of 1920 and its amendments provided for private development of sub-surface mineral resources while keeping surface resources in public ownership or disposition to other users. Another law of special interest in this connection was the Small Tract Act of 1938, which recognizes that many people wish to obtain small areas of public land primarily as a site for residence, business, recreation or health purposes. Public Law 291, passed in 1947, provides for the sale of timber and other products from the public lands, and other statutes have gone into the make-up of the general body of law founded upon the principle of management, protection and conservation rather than disposal of the people's land. Unfortunately, this change in emphasis was not accompanied by a change in organization and staffing which would permit the Bureau to do that work which Congress had directed it to do.

However, this changed role of the public lands is basic to the operations of the Bureau of Land Management and is now being recognized in an organization wherein responsibility for action is decentralized to the field and wherein the administration can better be geared to the requirements of the users of the public land.

Washington 25, D. C.
February 1949.

Marion Clawson,
Director.

BUREAU OF LAND MANAGEMENT

And The

PUBLIC LANDS OF THE UNITED STATES

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The Bureau of Land Management is, paradoxically, both one of the youngest and the oldest agencies in the Federal establishment, having been formed in 1946 through consolidation of the General Land Office, founded in 1812, and the Grazing Service in the Department of the Interior, established in 1934. Thus, it has a record for continuity in administrative experience seldom equalled in Government service. That experience progressively has indicated the wisdom of solving land problems as near to their point of origin as possible, which is the primary objective of present-day Bureau operations for localized service to the public.

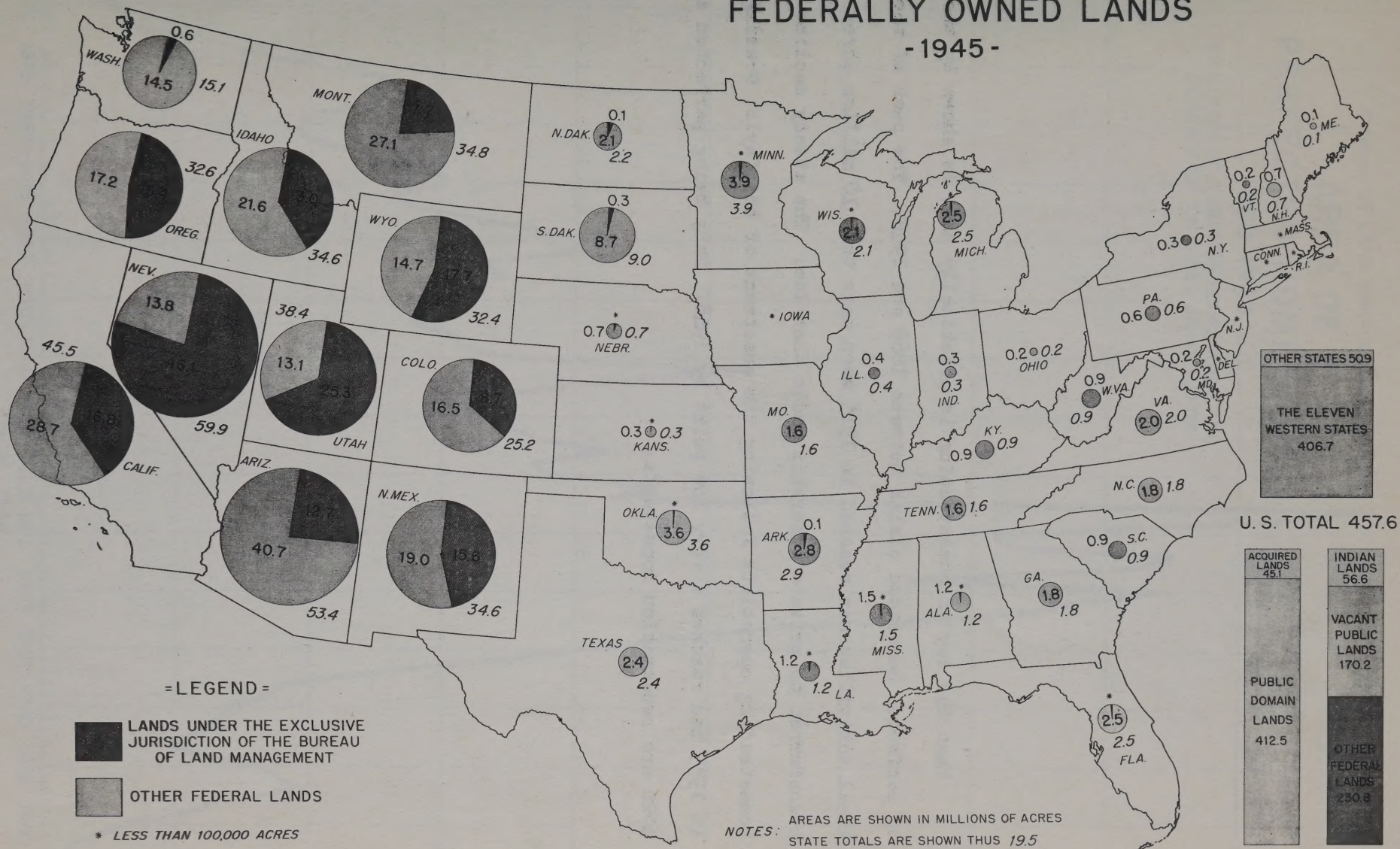
The Bureau has primary responsibility for administration of about 190 million acres of public land in the continental United States and 344 million acres in Alaska. Its responsibility for disposal of mineral resources extends to the entire 778 million acres of public domain and to an additional 49 million acres of acquired lands.

Practically all of the Territory of Alaska is public domain and less than $2\frac{1}{2}$ million of this $365\frac{1}{2}$ million acres have been surveyed.

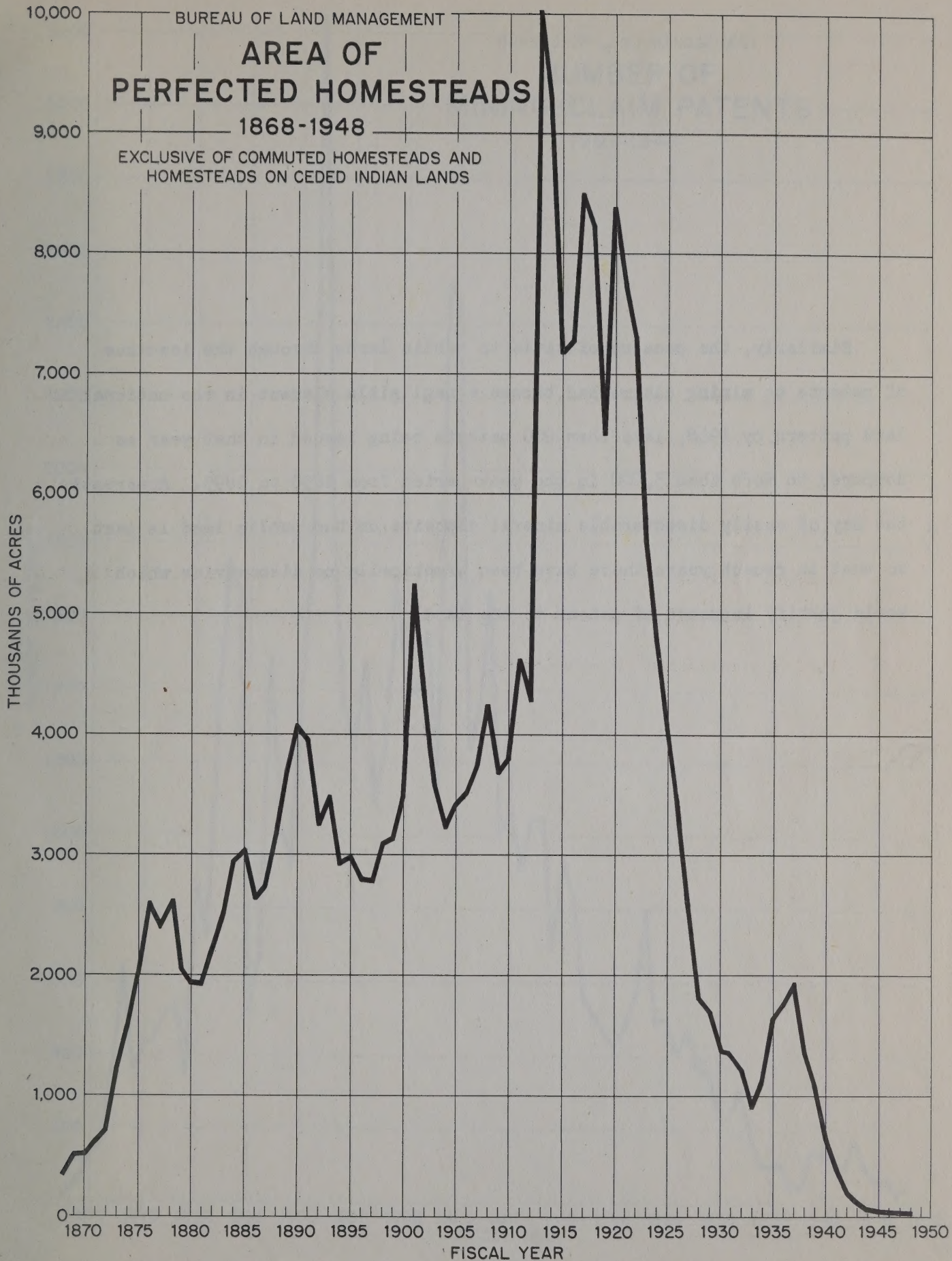
Historically the public lands have been used to encourage development of undeveloped areas and to encourage settlement, especially in the western United States. The principal activity relating to the management of these lands was disposal. The large disposals of public lands have for the most part long since been completed. Such disposals include the railroad grants, the State land grants, and the bulk of the private grants in the form of homesteads or patents to mineral lands. The public domain lands as they exist today are largely a remnant which for one reason or another was not considered sufficiently valuable to be attractive for private appropriation. To the layman these lands consist largely of the so-called waste lands of the West, yet they have an important part to play in the local, regional, and national economy. Properly managed, they can provide forage for livestock and stability to the livestock industry of the area. From their forests they can provide stability to the wood processing industries and to the population of the areas dependent thereon. They provide oil, gas, and mineral wealth. Improperly managed their values may be dissipated and they may contribute silt to fill reservoirs, or aggravate floods through accelerated runoff.

A few charts will depict graphically the changing role of the public land administration. The public lands of the various classes are concentrated largely in the 11 Western States. Not all of the public land is administered by the Bureau of Land Management, but it is apparent that a very substantial part is administered by BLM in 10 of the 11 far Western States. The small amount of public domain land in the remaining states constitutes an important administrative problem in that because of wide dispersal it cannot be efficiently managed. The obvious answer is an inventory and appraisal of these scattered lands, which probably would lead to disposal of most of them through sale or transfer to other Governmental agencies.

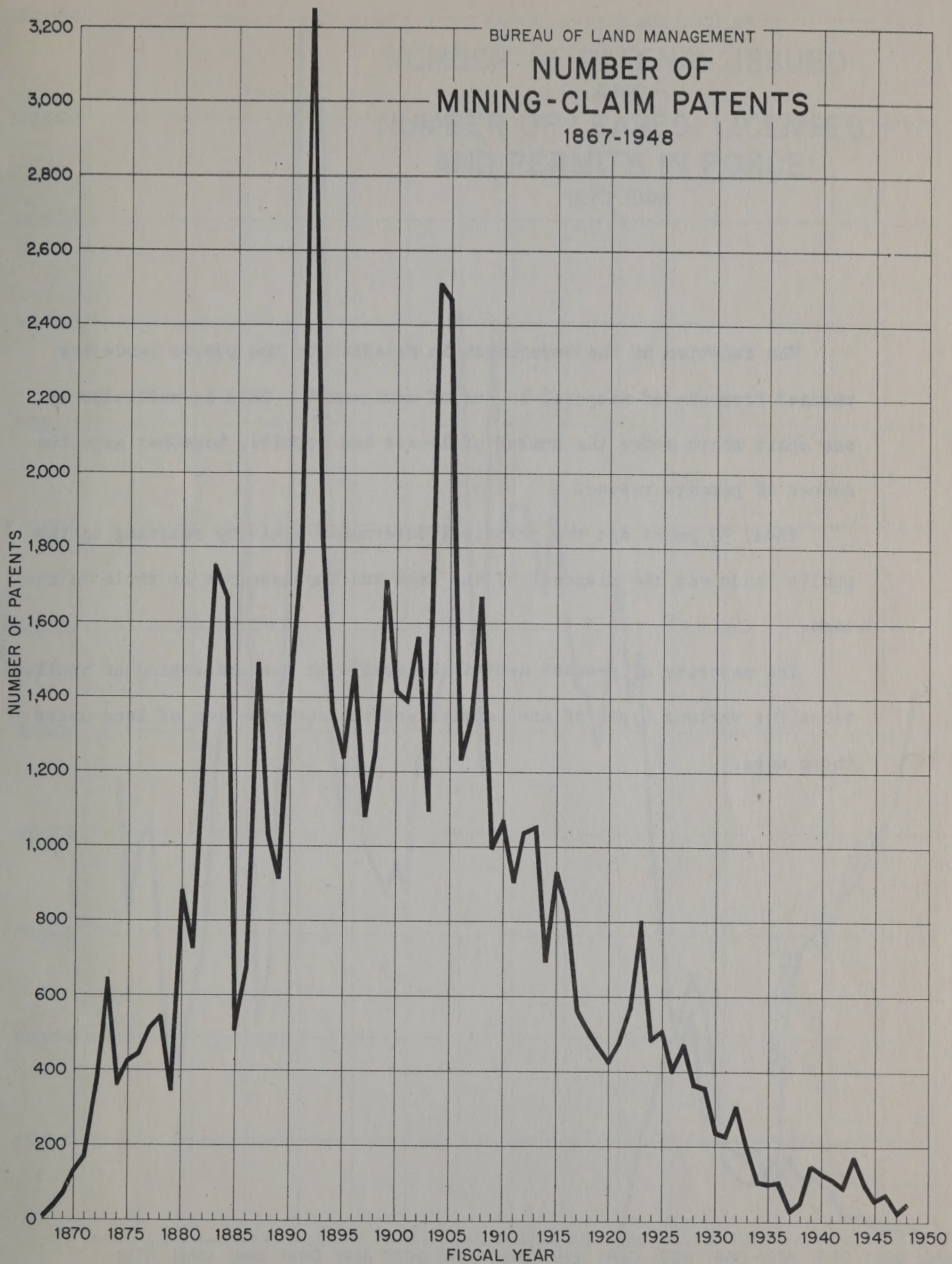
BUREAU OF LAND MANAGEMENT
FEDERALLY OWNED LANDS
 -1945-



That the day of homesteading is practically past is shown by the area of perfected homestead claims between 1868 and 1948. The peak of the homestead activities was reached in 1915 when more than 10 million acres were transferred to private ownership under that law. The steady decline of homesteading operations following the enactment of the Taylor Grazing Act in 1935 had reached a very low point by 1948. Many being perfected since 1920 are reclamation homesteads.



Similarly, the passing of title to public lands through the issuance of patents to mining claims had become a negligible element in the national land pattern by 1948, less than 200 patents being issued in that year as compared to more than 3,200 in the peak period from 1890 to 1895. Apparently the day of easily discoverable mineral deposits on the public land is past, so that in recent years there have been practically no discoveries which would justify issuance of patent to the land.

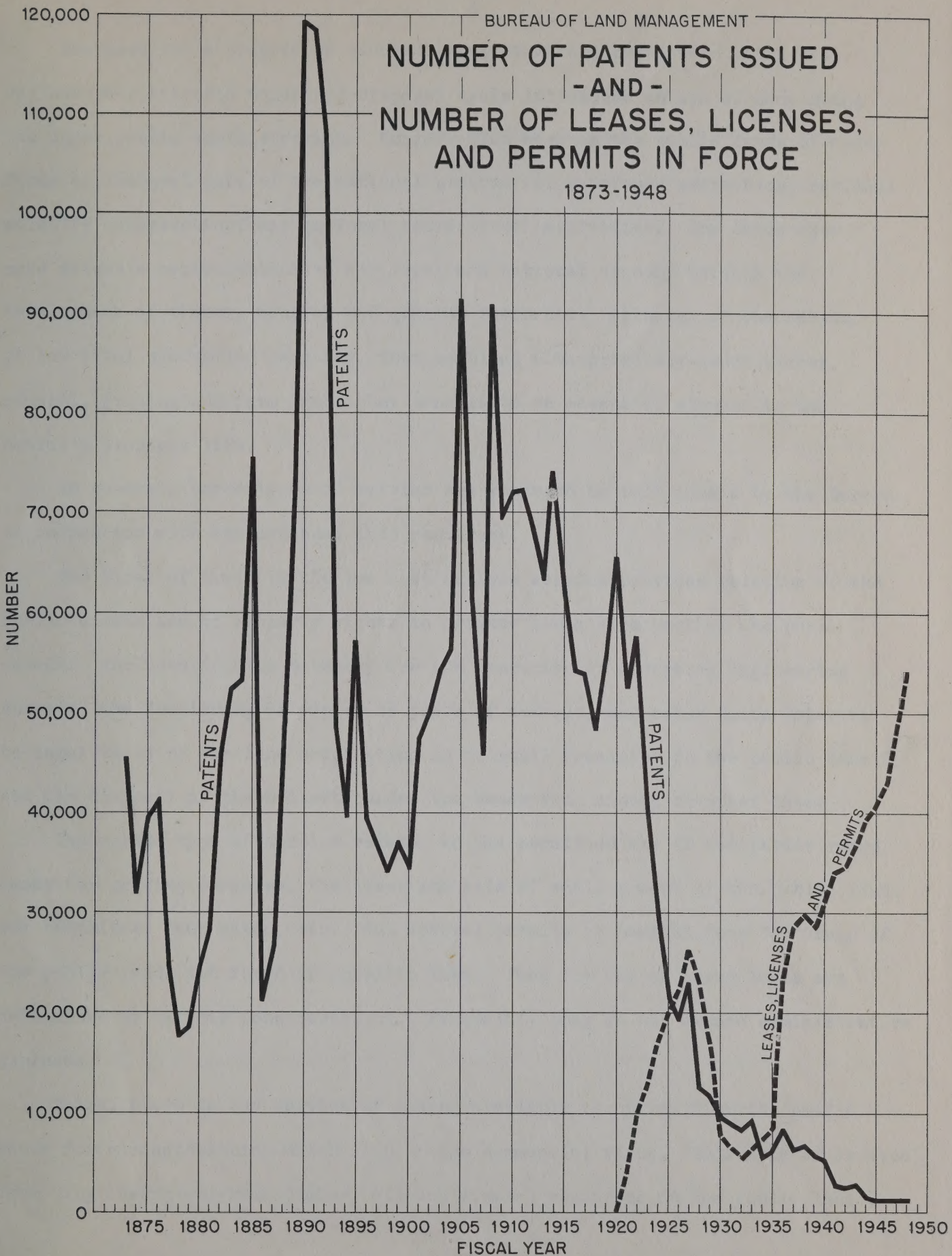


NUMBER OF
MINING CLAIM PATENTS
1880-1908

The function of the Government in relation to the public lands has changed from one of disposal to one of management. This is reflected by the chart which shows the number of leases and permits, together with the number of patents issued.

Thus, 30 years ago the principal Government activity relating to the public lands was the disposal of the land and the issuance of title to the land.

The majority of present activities deal with the processing of applications for various types of use permits and the conservation of land under those uses.



The need for a program of resource management and protection which has replaced the historic homestead disposal cycle introduces an era of continuing use under public administration. Conservation work on the public lands of today forms an integral part of the national program for watershed protection, national wildlife conservation, and national recreational activities. The lands also make valuable contributions to the local and national economy through the development of timber, mineral and grazing resources. Although of themselves of low total productive capacity, when combined with privately-owned timber, mineral, grazing and farm lands they constitute an essential element in the Nation's economic life.

In general, three types of service are rendered to individuals by the Bureau in connection with the national land resources.

The first of these is the low cost or free service provided relating to the public domain and to property rights in private lands once part of the public domain. Included in this category are the execution of cadastral engineering surveys, the furnishing of copies of plats of surveys, and other facts relative to legal title to the land originating in or still remaining in the public domain, and the disposal of these tracts under the homestead, mining or other laws.

The second type of service relates to the permitted use of the public range lands for grazing purposes, the lease and sale of small tracts of the public lands for homesites, camp sites, etc., and special permits at nominal fees for usage of the public lands set forth in specific laws. Fees for use of these lands are determined by various considerations. Frequently they do not exceed administrative expenses.

Third, there is the service of making available resources from the public lands for a consideration which is near the commercial value. This type of service, involving essentially the timber, oil and mineral resources on the public lands,

forms a major part of the Bureau's revenue producing operations.

Finally, the Bureau continues to dispose of land under the homestead, desert land, public sale and exchange acts, whenever such land can be classified as suitable for disposal under Sec. 7 of the Taylor Grazing Act. While, as noted above, the acreage disposed of is now relatively small, the function of determining which of the public lands may be disposed of without impairing the remaining public domain or the private economy remains an important one.

Because the public range is an integral part of many ranch operations in the West, the management of Federal grazing areas is an important element in the national food and fibre production program. With more than 9 million head of livestock taking advantage of the forage and water resources on the public lands -- some through a seasonal use and others in year-round grazing -- the stability of the industry is in considerable measure dependent upon the use of the public domain under leases, licenses, or permits issued by the Bureau. In addition, the Bureau's programs for range improvement and soil and moisture conservation are important in land management. These include the construction of truck trails, corrals, fences and watering facilities and the technical and scientific work in reseeding the range and preventing soil erosion.

The problem of timber resource management, like those of mineral development and grazing, is a third major obligation of the Bureau in the present day land management and protection era. Congress recognized the wisdom of sustained yield forest management practices -- namely, the maintenance of a reasonable balance between the volume of tree cutting and tree growth so as to insure a continuing supply of forest products -- by authorizing the application of this policy on all of the commercial forests on the public lands of the United States.

There are approximately 30.5 million acres of public domain timber land and woodland in the States. These areas contain valuable stands of Douglas fir,

ponderosa pine, white pine and other species of commercial importance, as well as large amounts of juniper, pinon pine, and related woodland types which are needed to supply local demands for fence posts, fuel wood, mine props and other products. Total timber resources in the public domain of the United States other than woodlands have been estimated as having a present market value between 50 and 100 million dollars. The administration of the sustained yield policy involving these resources has been vested in the Bureau.

In addition, the Bureau has special timber management problems on 144 million acres of public land in Alaska and in the $2\frac{1}{2}$ million acres of Oregon and California revested railroad grant lands in Western Oregon. In the latter area, constituting one of the largest sustained yield forest management "laboratories" in the world, important policies for cooperation between Government and private land owners and timber operators are being worked out to support the local economy dependent on forest industries.

The conservation and harvesting of the products of the land, including forage from grazing land, timber from the forest lands, and minerals from all of the public lands, is an entirely different type of activity than simple land disposal. A program of supervision in the permitted use is an essential to the protection of the public interest. Lack of supervision of range land means little or no revenue from their use and may mean disastrous erosion and flood damage.

Lack of adequate supervision in the cutting of timber means loss of revenue, but more serious, denudation of watersheds, lack of revegetation and economic death to the dependent communities.

Mineral leasing on the public land has resulted in important revenues and good conservation practices in the mining of these minerals.

Conservation on our public lands is a paying proposition. The Government's land administration has always operated at a profit, not only to the Federal

Treasury but to the States and counties which contain public lands within their borders. Cash receipts from the operation of the Bureau of Land Management during the 1948 fiscal year were the highest ever received, the total of \$33,286,434 being the largest figure shown in 67 years of Bureau statistical records. This return from the use or disposal of the public lands, representing, chiefly, revenues from the development of mineral resources under the Federal leasing laws, was roughly 12 million dollars more than last year. The 1948 fiscal year expenditure of \$4,540,678 represented a ratio of \$7.33 return for every \$1 spent on all operations of the Bureau, including the free services as well as those which produce revenues.

It is apparent that the appropriations made to the Bureau of Land Management have remained practically static while the volume of sales has increased very greatly. The small increases in appropriations since 1940 represent salary increases rather than an increase in number of persons employed.

BUREAU OF LAND MANAGEMENT

RECEIPTS AND APPROPRIATIONS

1933-1948

NOTE: APPROPRIATIONS EXCLUDE PIERCE ACT LEASING FUNDS
AND CONTRIBUTED FUNDS

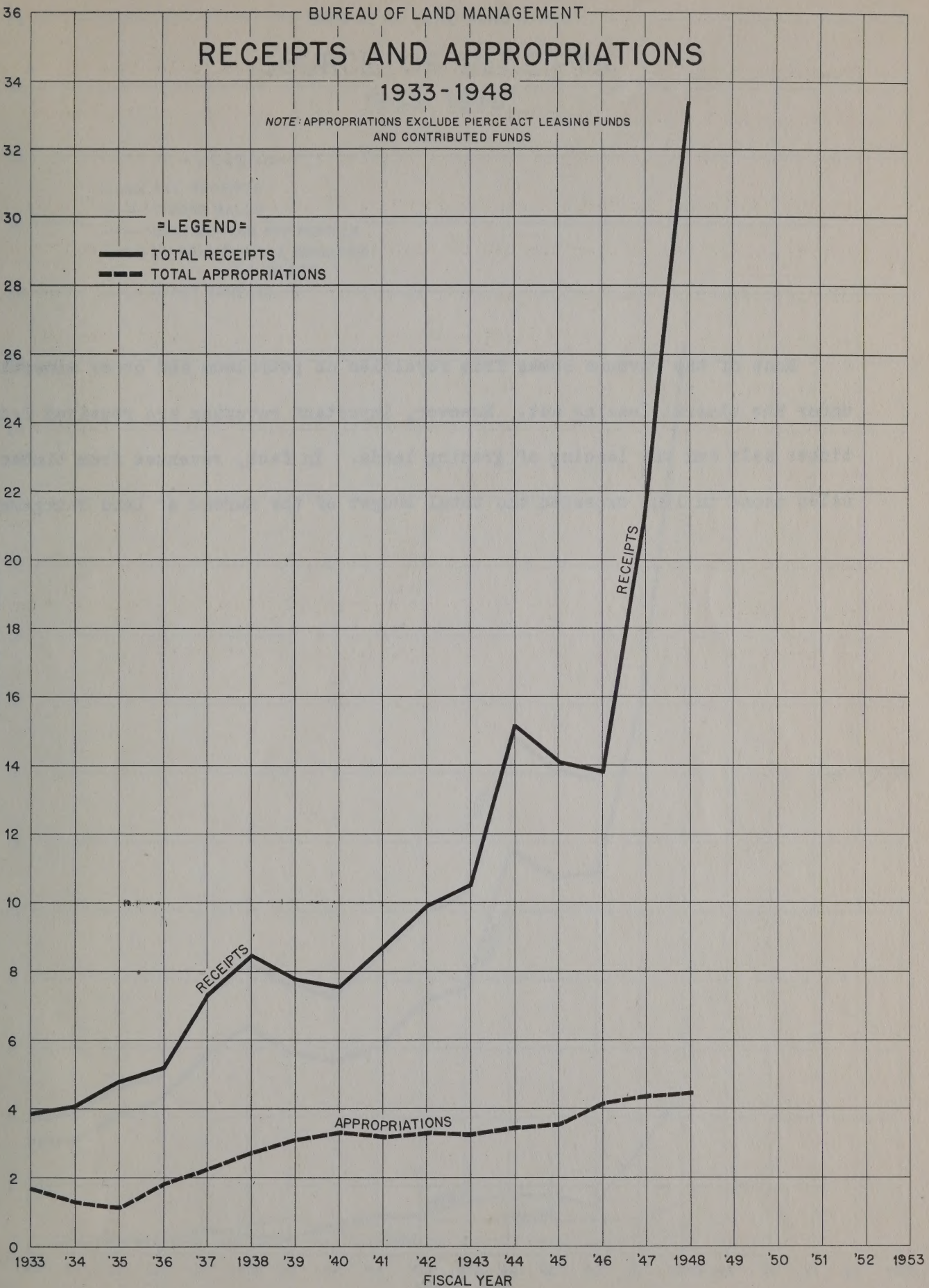
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- TOTAL RECEIPTS
- - - TOTAL APPROPRIATIONS

MILLIONS OF DOLLARS

RECEIPTS

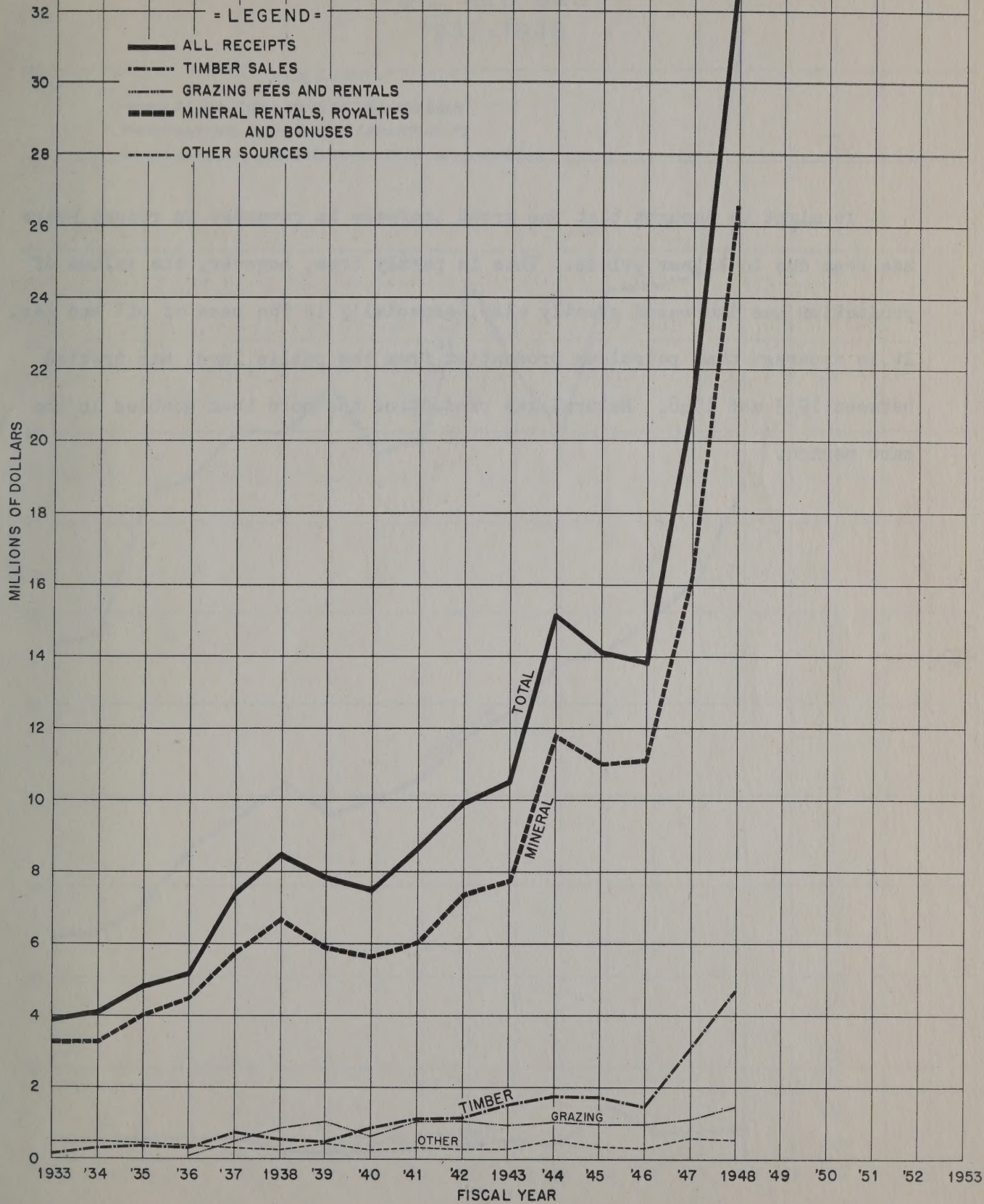
APPROPRIATIONS



Most of the revenue comes from royalties on petroleum and other minerals under the mineral leasing act. However, important revenues are received from timber sale and the leasing of grazing lands. In fact, revenues from timber sales alone in 1947 exceeded the total budget of the Bureau of Land Management.

SOURCE OF RECEIPTS

1933 - 1948



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SOURCE OF REVENUE
1933-1948

It might be thought that the great increase in revenues in recent years has been due to higher prices. This is partly true, however, the volume of production has increased greatly also, especially in the case of oil and gas. It is apparent that petroleum production from the public lands has trebled between 1933 and 1948. Natural gas production has more than doubled in the same period.

VOLUME OF MINERAL PRODUCTION FROM THE PUBLIC LANDS - OIL AND GAS - 1933-1948

= LEGEND =

- PETROLEUM - UNITS OF 1 MILLION BBL.S.
- NATURAL GAS - UNITS OF 1 BILLION CU. FT.
- GASOLINE AND BUTANE - UNITS OF 1 MILLION BBL.S.

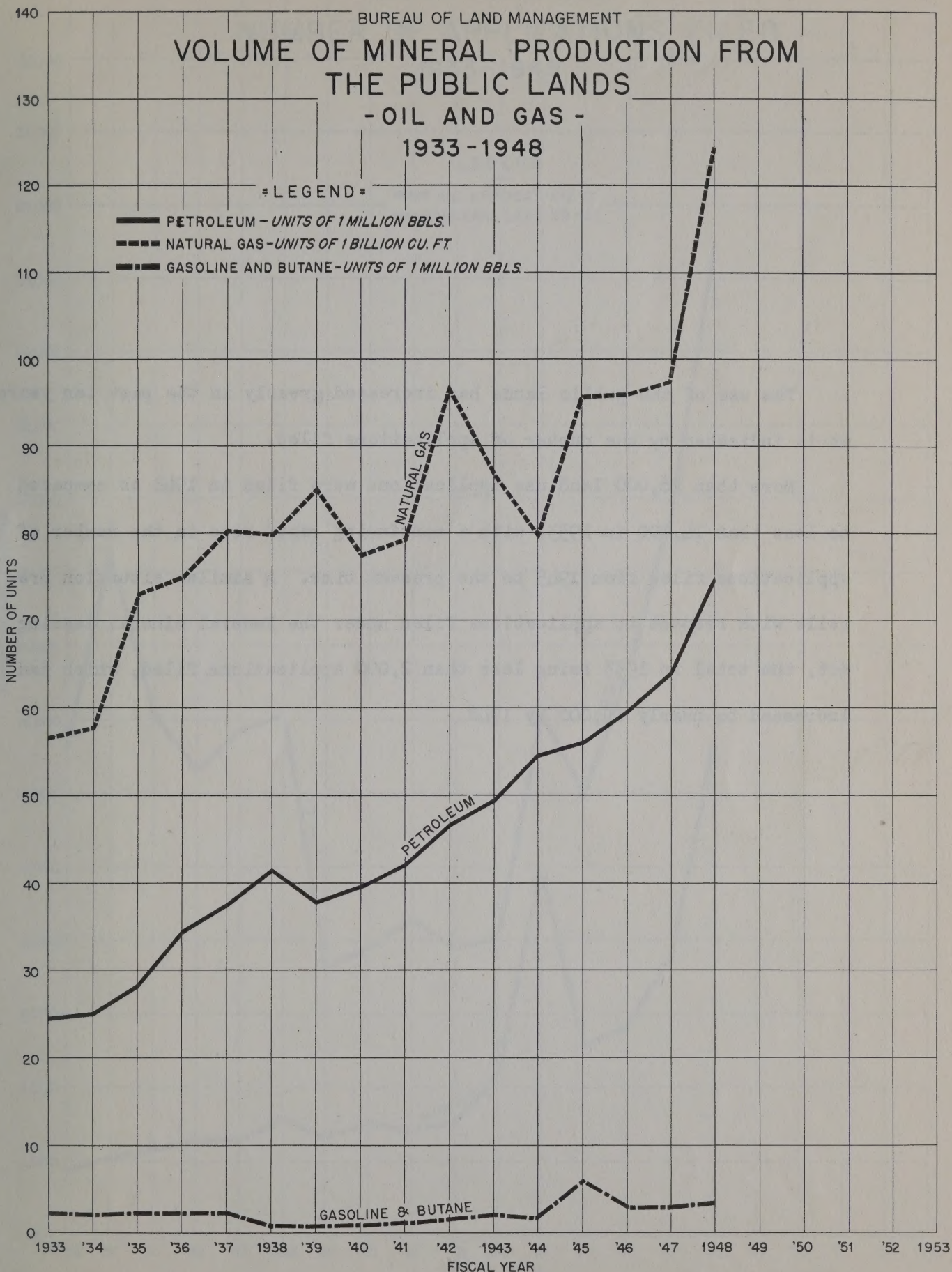
NUMBER OF UNITS

NATURAL GAS

PETROLEUM

GASOLINE & BUTANE

FISCAL YEAR



THE BUREAU OF LAND MANAGEMENT
VOLUME OF MINERAL PRODUCTION FROM
THE PUBLIC LANDS
OIL AND GAS
1933-1948

The use of the public lands has increased greatly in the past ten years as is indicated by the number of applications filed.

More than 26,000 land use applications were filed in 1948 as compared to less than 14,000 in 1933, with a continuing rapid rise in the number of applications filed from 1945 to the present time. A similar situation prevails with respect to applications filed under the Federal mineral leasing act, the total in 1933 being less than 2,000 applications filed, which had increased to nearly 14,000 by 1948.

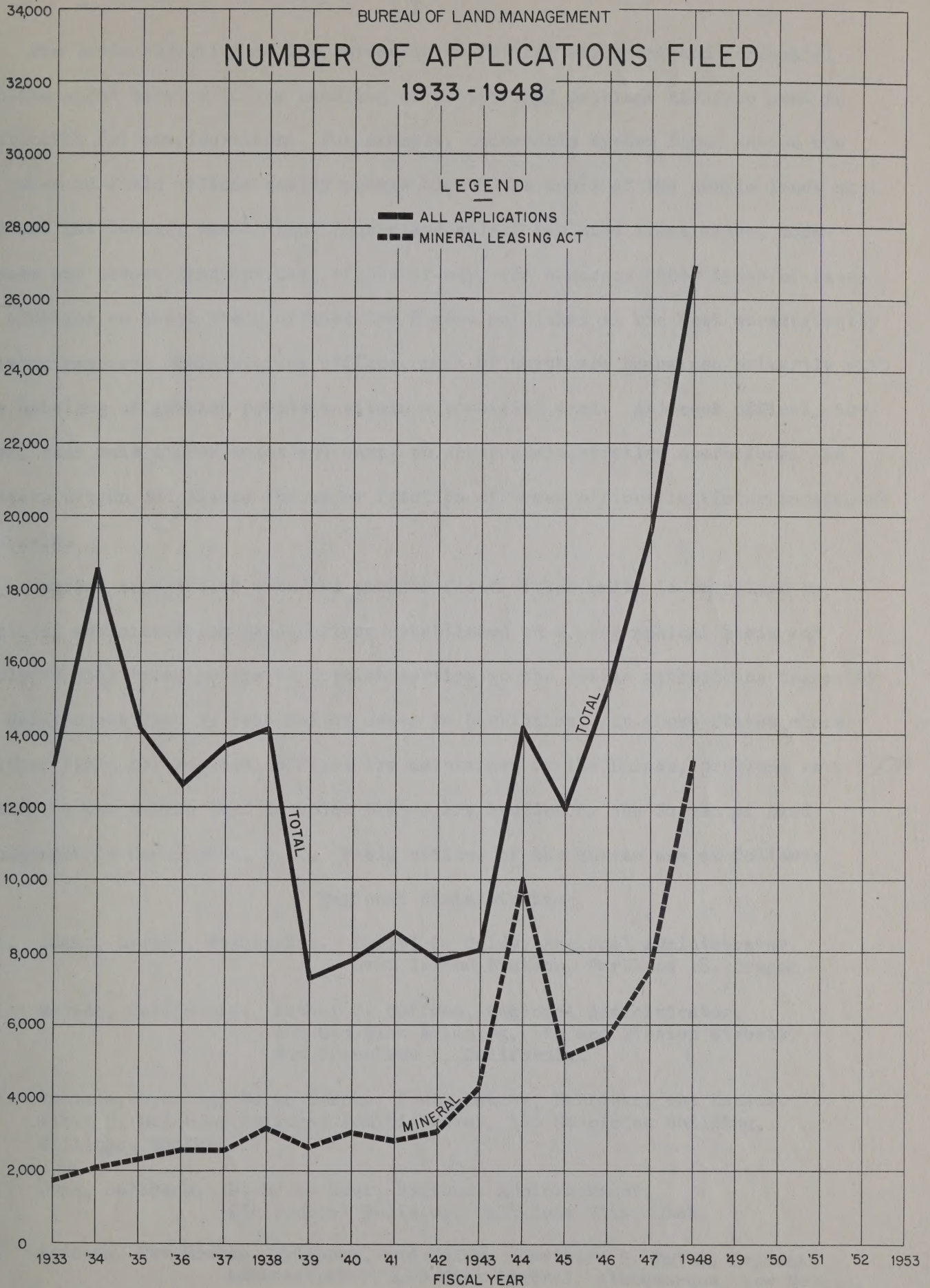
BUREAU OF LAND MANAGEMENT

NUMBER OF APPLICATIONS FILED 1933 - 1948

LEGEND

- ALL APPLICATIONS
- MINERAL LEASING ACT

NUMBER OF APPLICATIONS



The basic objective of the Bureau is to furnish efficient and economical "on-the-spot" service in the handling of public land problems hitherto sent to Washington for consideration. For example, under this system final action now is taken in field offices easily accessible to the users of the public lands on oil and gas leases, small tract leases and sales, isolated tract sales, homesteads and desert-land entries, rights-of-way, and numerous other types of cases. In addition to these field offices the Bureau maintains in the West strategically located resource administering offices, most of which are concerned primarily with the handling of grazing problems within a specified area. All such offices, however, also make timber sales and carry on other administrative operations. In Western Oregon and Alaska the major function of these offices is timber management and sale.

General supervision over the smaller field office units is exercised by regional administration headquarters established on a geographical basis and equipped with broad powers to furnish service to the public without the necessity of delay occasioned by referral of cases to Washington. In those States where neither field nor regional offices are maintained by the Bureau, problems relating to the public land in those States are handled by the Bureau of Land Management in Washington, D. C. Field offices of the Bureau are as follows:

Regional Administration

- I. Idaho, Oregon, Washington. Daniel L. Goldy, Regional Administrator, Swan Island Station, Portland 18, Oregon.
- II. Nevada, California. Luther T. Hoffman, Regional Administrator, 100 Old Mint Building, 5th and Mission Streets, San Francisco 3, California.
- III. Montana, Wyoming, North Dakota, South Dakota, Nebraska, and Kansas. Albin D. Molohon, Regional Administrator, 326 Stapleton Building, Billings, Montana.
- IV. Utah, Colorado. H. Byron Mock, Regional Administrator, 238 Federal Building, Salt Lake City, Utah.
- V. Arizona, New Mexico, Oklahoma, and Texas. Eastburn R. Smith, Regional Administrator, 418 West Central, Albuquerque, New Mexico.

VI. Public Land States East of the Mississippi and the tier of States lying immediately West of the Mississippi, Minnesota, Iowa, Missouri, Arkansas, and Louisiana. Herman S. Price, Regional Administrator,
Bureau of Land Management, Washington 25, D. C.

VII. Alaska. Lowell M. Puckett, Regional Administrator,
Federal Building, P.O. Box 480, Anchorage, Alaska.

Land and Survey Offices

Idaho: Boise.
Oregon: Portland.
Utah: Salt Lake City.

District Land Offices

Alaska: Anchorage, Fairbanks, Nome.
Arizona: Phoenix.
California: Los Angeles, Sacramento.
Colorado: Denver, Pueblo.
Montana: Billings, Great Falls.
Nevada: Carson City.
New Mexico: Las Cruces, Santa Fe.
Washington: Spokane.
Wyoming: Buffalo, Cheyenne, Evanston.

District Range Management Offices

Arizona: Kingman, Phoenix, Safford.
California: Bishop, Susanville.
Colorado: Meeker, Craig, Montrose, Durango, Canon City, Grand Junction, Alamosa.
Idaho: Boise, Burley, Idaho Falls, Salmon City, Shoshone.
Montana: Malta, Miles City, Whitehall, Lewistown.
Nevada: Elko, Winnemucca, Reno, Ely, Las Vegas.
New Mexico: Albuquerque, Magdalena, Deming, Alamogordo, Roswell.
Oregon: Lakeview, Burns, Vale, Prineville, Baker.
Utah: St. George, Brigham City, Salt Lake City, Fillmore, Cedar City, Nephi, Richfield, Monticello, Price, Vernal, Kanab.
Wyoming: Worland, Lander, Rawlins, Rock Springs, Pinedale.

Public Survey Offices

Alaska: Juneau.
Arizona: Phoenix.
California: Glendale.
Colorado: Denver.
Montana: Helena.
Nevada: Reno.
New Mexico: Santa Fe.
Washington: Olympia.
Wyoming: Cheyenne.

District Forestry Offices

Idaho: Coeur d'Alene.
Oregon: Coos Bay, Eugene, Medford, Roseburg, Salem, Bend.

CONSERVATION

Conservation pays -- added investments in management will also more than pay for themselves. Each dollar invested in timber management will yield approximately five dollars in return. Added investments will permit harvesting of timber which is badly needed at the present time, so that these expenditures are definitely anti-inflationary. The added harvest of timber increases the available supply of lumber which is needed to combat the high cost of housing. More expeditious handling of oil and other mineral leases will similarly greatly increase net revenues to the Government, because delays in processing the leases result in loss of revenue.

In the case of the management of our grazing lands, conservation pays. A substantial increase in expenditures for fire prevention may be expected to decrease the total cost of fire control and protect the public and private investments which have been made in range improvements.

Investments for stock water supplies, water spreading and reseeding are self liquidating and in many cases pay for themselves a few years after the investment is made.

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